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ABSTRACT

Based on 1975 interviews with British education officials, parents and teachers of disadvantaged children, it can be asserted that these groups have very different concepts and expectations of the educational system. Minority parents have a high opinion of the schools their children attend and of the teachers who work there. However, many minority parents expect their children to gain educational qualifications or a practical skill from their education, which is not true of white parents living in disadvantaged urban areas. Teachers are generally satisfied with the schools' attempts to provide a multicultural, multiracial environment but worry about minority student underachievement and feel a need for more support from local education authorities. In addition, teachers suggest the need for more inservice training, the hiring of more minority teachers, greater priority for preschool education, and adult education in multiracial neighborhoods. Policy makers recognize the language needs of minority children and consider the special needs of minority parents in terms of home-school liaison, but have given little attention to the issues which cause teachers concern. The Community Relations Commission offers suggestions to policy makers, schools and teachers, teacher training agencies, and ethnic minority groups for the improvement of educational services for minority children. (Author/MC)

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The education of ethnic minority children

From the perspectives of parents, teachers and education authorities

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The report was written by Susan Wallis.

Foreword

from Lord Hunt of Everest

I shall always remember the period, shared with my colleagues, in gathering, interpreting and assessing the facts from which we produced our report on *Young Immigrants and the Youth Service* in 1967, as a most enthralling and rewarding experience. As so often happens when people from different backgrounds are drawn together in an important task, we became a most effective team from which some enduring friendships were formed. More importantly, we were able to appreciate the dedication and the difficulties of numerous men and women in schools, youth organisations and local authority youth services, who were helping young people from different racial origins to enjoy one another's company and make the most of their leisure in their neighbourhoods. Most important of all, we had opportunities to talk with many young people themselves.

As a result of all these contacts, spread over about a year, we ended on a note of cautious hope about the prospects for harmonious social change in British society, notwithstanding the human and other problems which are bound to arise in a multi-racial society. An essential condition of an integrated multi-racial society was, we believed, that everyone concerned should pursue an active and positive policy in building this new society. Conversely, we foresaw dire perils in a policy of *laisser faire*.

Against that background, I have read this up-to-date review of the situation, based on questionnaires and seminars, with interest and concern. The hopes and fears we entertained ten years ago appear to be as valid today as they were then, although the ratio of the one to the other may have changed. The message remains the same: the need for a positive policy in regard to community relations in all their aspects; a readiness by everyone concerned to face up to the problems; the will to overcome them; and the means to provide the essential resources. This matter of resolve is crucial, for without it, the evils of racism will gain ground.

JOHN HUNT

November 1976
HOUSE OF LORDS

from Mr Peter Tucker

The Youth and Community Section's Review of the Youth Service and how it affects black young people is most revealing. It clearly shows a serious lack of policy in dealing with young people from ethnic minorities both by voluntary and statutory bodies responsible for providing a youth service. Lord Hunt's Foreword to this Report is a timely reminder of the pressing need for a much-needed look at the special concerns facing young people from ethnic minorities and how they perceive present-day British society. It is a challenge to us all who care for good race relations.

Community relations councils can play a very important role in assisting local authorities and voluntary youth organisations in formulating a coherent youth policy designed to meet the needs of an energetic, often dispirited, black generation of young people. If this Report raises the level of debate about youth service policy towards black youth with a view to encouraging a greater degree of awareness in the youth service of this particular group's aspirations and needs, it would have fulfilled a very useful service.

PETER TUCKER

Director of Fieldwork and Administration

Introduction

i In July 1966 the Youth Service Development Council, under the Chairmanship of Lord Hunt, published a report *Immigrants and the Youth Service*. The report made a number of recommendations and encouraged the Youth Service to undertake the provision required for a service in a multi-racial society.

ii In October 1969 the Youth Service Development Council published what proved to be its last report, entitled *Youth and Community Work in the 70s*. It set out to re-orientate the Youth Service away from the 'youth club is the youth service' approach and suggested a service in which young people would, in an overall strategy, be seen as being part of the community and not in a special category. Although the report was not implemented by Government, efforts had been made by many authorities and voluntary organisations to adopt the underlying principles of the report. Nevertheless the report's strategy and concept was not always fully appreciated or implemented by some authorities and a confused, *laisser faire* policy, particularly in provision for ethnic minority youth, was often justified by lack of resources and financial cutbacks.

iii A decade has passed since the *Hunt Report* and it was felt to be an appropriate time for the Youth and Community Section of the Community Relations Commission to review, through regional consultations and questionnaires involving community relations councils and local education authority youth officers, the current effectiveness of youth service policies and practice in providing for the needs of young people from ethnic minorities. A series of one-day consultations were held in six English regions including the North-West, North-East, East Midlands, West Midlands, South-East and South-West during 1975/76. London was excluded as the consultations were intended to reflect the situation facing young ethnic minorities in the provincial towns and cities.

iv This report sets out to provide a factual picture of the way in which youth service policy, where it exists, is directed to meet the needs of young people of ethnic minorities and how it works in practice. It is not a research document nor does it attempt to provide information on all the numerous ethnic youth groups that have grown up in the past decade.

v The Youth and Community Section would like to thank the Regional Development Officers of the Community Relations Commission for their assistance, and all the community relations officers, youth officers, youth and community workers and others who attended and contributed to the seminars and completed questionnaires.

Note on organisation of the Seminars

0.1 Over eighty staff from local authorities and community relations councils attended 6 seminars held during the period July 1975 to April 1976. All local education authorities and community relations councils were invited as were a small number of other interested individuals and agencies. A number of local education authorities were unable to send representatives to attend the seminars because of previous commitments. Commission Regional Development staff were in attendance at all the meetings, the chair being taken by Mr Paul Stephenson, Youth and Community Officer, CRC, with secretariat services provided by the Youth and Community Section of the Commission. (A list of participants is attached as Appendix 1.)

0.2 Each seminar was organised slightly differently, according to local conditions but all participants had the opportunity to comment on the following documents:

Policy of the CRC Youth and Community Section (Appendix 2)
Response to DES Paper – Provision for Youth (Appendix 3)

0.3 Discussions at the seminars were frequently related to local concerns, particularly youth employment, CRC Self-Help schemes, homelessness, etc. However, this report has concentrated on the broad area of youth policy, particularly on statutory provision – as it emerged in the discussions and from the replies to questionnaires which were completed by local authorities and crc's. (Examples of questionnaires used are attached as Appendices 4 and 5.)

0.4 To create an open and frank discussion, it was agreed that confidentiality would be observed. Therefore throughout this report, neither the local authorities nor community relations councils have been identified. It should also be emphasised that the *Review* was intended to look at statutory provision – the wide range of services and facilities provided by voluntary organisations will be the subject of a different exercise.

0.5 The report does not pretend to be an agreed statement by the participants, and the conclusions drawn by the Youth and Community Section are the Section's responsibility alone. Indeed, from the many divergent viewpoints, an agreed statement would have been difficult to produce but the conclusions and recommendations, we believe, will assist in the further

development of youth policy in the statutory sector. Proposals for a Youth Policy for the Commission for Racial Equality, although not available to participants, have been included as Appendix 6 for general information.

0.6 Terminology always presents problems as people use the same words with different meanings. To avoid misrepresentation the terms used by the *contributor* appear within quotation marks and the text related to that quotation repeats that terminology. Elsewhere *ethnic minority* has been used. CRC refers to the Community Relations Commission and crc refers to community relations council.

Chapter I

Local Authorities – Responses to Questionnaires

1.1 Local Authority Policy

Most authorities, when asked if they had a specific policy towards provision for 'black/Asian' young people, either indicated that they did not, or categorically stated, that such provision was part of the wider provision for *all* young people, regardless of race. One local authority stated their policy as 'one of integration'. Three authorities, although they had not formulated a specific policy, said that they were prepared to meet specific needs or treat such provision as an 'area of special concern' within the overall provision. One authority regarded such provision as in the 'disadvantaged category' and stated 'we need to exercise a high degree of positive discrimination towards those at risk'. One authority stated their policy was to 'give positive discrimination to West Indian young people', although the crc for that area interpreted this as being 'one youth club for black and one for Asian'.

1.2 Significantly, local crc's perceived that local authorities did not have a youth policy for young people generally and in discussion there was a vagueness about what youth policy in practical terms meant to the statutory bodies. This lack of definition reflects the general concern at the lack of direction since the rejection of the YSDC Report.[1] Although the Hunt Report[2] had given a clear lead on the need for multi-racial provision, many participants felt that time had proved that the objective of integration was difficult to achieve and frequently impractical to attempt. Local authority participants held, by and large, to the policy of integration. Single ethnic provision, although often unavoidable, was held to be undesirable.

1.3 Local Authority Assistance

Authorities were asked if they were able to provide assistance to single ethnic groups (premises, financial support, equipment, leadership, etc). All replied that this was possible and gave examples. Areas of difficulty in one or two instances occurred when groups did not meet the requirements of being 'an open group' or meet education committee requirements of affiliation. Financial support was generally for providing small items of

1 Youth and Community Work in the 70s, HMSO

2 Immigrants and the Youth Service, HMSO

equipment and leadership (part-time for voluntary organisations with some full-time appointments in statutory clubs). In discussion, some local crc's felt that providing assistance 'as part of the general youth service provision' was in itself discriminatory as the white groups were usually more established and that premises for ethnic minority groups were difficult to obtain.

1.4 To counter this, local authorities pointed out that money for capital projects was severely restricted and that there were other priorities. The whole question of priorities was debated but the only conclusion reached was that local crc's should use 'political' pressure rather than expect local government officials to determine priorities without guidance.

1.5 Multi-Racial and Special Provision

a *Multi-racial clubs*

Most authorities stated that they provided multi-racial centres as part of the statutory provision. One authority based these in community colleges. Two authorities emphasised that all provision was multi-racial. 'Where non-white populations exist, some non-white young people are in membership of clubs and youth groups' and again 'There are many clubs where black/Asian young people are members – there are no groups specifically defined as multi-racial – all are considered to be so'.

b *Do multi-racial clubs adequately meet the needs of white and black youth?*

Answers were difficult to analyse, many authorities stating a bald 'no'. One authority said that 'the full potential for this centre is not being utilised. Some conflict of interests were apparent'. Another authority said 'the test being whether black/Asian youngsters remain in membership'. One authority felt that 'they have fluctuated, served a purpose, lacked local leadership, etc' and went on to say that leadership 'at present is our main concern'. Two authorities were unable to answer. In discussion it was apparent that, with notable exceptions, multi-racial clubs and centres have considerable difficulties and have on occasions been accused of creating tension because of insensitive leadership, artificial structuring of the racial balance of membership and conflict with local residents. The siting of some multi-racial centres in 'white' or 'black' areas was felt to be illogical and self-defeating. Although some authorities still wanted and maintained multi-racial clubs, many authorities, aware of past difficulties, avoided artificial attempts to keep clubs multi-racial.

1.6 The old discussion point about the right 'ethnic balance of membership' had been replaced by concern as to how 'multi-racial' clubs which were virtually single ethnic in membership could continue to be 'multi-racial' in terms of the original concept. This concern was more frequent when a single ethnic club membership was drawn from one of the ethnic minority groups.

1.7 Most authorities saw 'special provision' as being the function of the ethnic community, through self-help groups, local crc's, etc. Nearly all reported special 'interest' groups in existence, particularly in sports (football, cricket) and clubs for ethnic minority youth (usually one night a week) often assisted by the authority through part-time leader salaries and use of premises. Leadership and support from the minority ethnic community were seen as important factors and appeared to be an important key to successful provision.

1.8 Youth Workers (Full or Part-Time)

Two authorities stated that 'black/Asian' youth workers were employed in voluntary organisations grant-aided by the authority (one was an assistant crc) and the authority had provided training for several part-time workers. Eight authorities had no black/Asian workers although one qualified this by saying 'We have for a long time been concerned to have a worker not specifically involved with immigrant youth – but would prefer not to "lose" him in that way'. Another stated that 'there is a need' and another indicated that they would be appointed 'if they were available'. Five authorities employing full or part-time black workers said that all worked in multi-ethnic situations and a sixth said 'they work generally but do attract a membership that is multi-ethnic'. Another authority had 'black' workers in single and multi-ethnic situations. One authority had nine part-time workers and a full-time appointment to work with young West Indians was being advertised. A large metropolitan authority had a community/youth worker with 'special responsibility for advising on the problems of the young from the immigrant communities in addition to being responsible for the work of the "X" Youth Centre where the membership is almost entirely black'. Also one detached youth worker 'whose area of responsibility is the black/Asian youth who are unemployed/homeless/disaffected, etc'. A county authority had no black/Asian workers in a former county borough area but in another district had provided workers in LEA provided centres or 'voluntary organisations with paid leadership'.

1.9 The Commission, Crc's and Local Authorities

Authorities were asked to indicate how the Commission/local crc's could help them in meeting the needs of young people from minority ethnic groups.

Five broad areas were identified:

i Most authorities were anxious for closer liaison/co-operation/regular consultations between the local crc/Commission and the authority. Active co-operation was stressed and authorities indicated that local crc's were the best contact for authorities to guide them on 'providing relevant help' to ethnic minorities.

ii Three authorities asked for greater financial resources for specific projects and two linked this with training needs of workers.

iii Identification of needs was the main source of help asked for by five authorities. One authority wanted help 'to contact long-term and disillusioned out-of-work kids'. Another stressed that 'lack of provision is largely due to lack of information and awareness rather than lack of goodwill. We want to help, we are not always sure how best to do this'.

iv One authority was particularly anxious that the Commission and crc's encourage 'black adults to become trained'.

v Two authorities wanted to give consideration to priorities and one stressed that 'the first problem is that of cajoling or persuading central and local government to make a policy toward black youth and it will need to be a positive policy'.

Chapter II

Local CRC's – Responses to Questionnaires

2.1 Local crc Priority to Youth Work

Four crc's gave a 'very high' priority to youth work, while two stated that much of the executive's time was spent on youth matters. Another two reported that very little time by the executive was concerned with youth. Eight had responded by giving a 'high priority' but little of the executive's time was spent on youth matters in six councils. Two found that much of their committee's work was devoted to youth. Of the remainder, six gave a 'low priority' and all except one found that 'little' or 'very little' of the executive's time was spent on youth work. (One described this as 'much noise, little action'.) The exception was one crc who found that in spite of its low priority, youth work took up much of the executive's time!

2.2 In general most crc's were involved in some form of youth work and this activity was varied from involvement in hostels to one evening a week clubs, depending on the resources available, the particular skills or interests of the cro and his/her staff.

2.3 Crc Youth Sub-Committees

We hoped to learn if the setting up of youth sub-committees reflected the priority or time spent by the crc's in youth work. Nine of the crc's who responded by having a 'high priority' had youth sub-committees. Only one crc who gave a 'low priority' had such a committee. Most crc's did not have sub-committees on youth – one which did had a combined education and youth panel. This particular crc was the only one to have young people represented on its sub-committee.

2.4 Influencing the Policy Makers

Local crc's were asked whether they were represented on the Local Authority Youth Committee and, if not, how they were able to influence youth policy. Two-thirds of crc's answered that they were represented on the appropriate committee, although some were unsure how effective this membership was. Except for one crc, all felt that their other contacts with youth officers or councillors gave them *some* opportunity to try to influence youth policy. Relationships with youth officers appeared to be good although not always as productive as many crc's would have liked. One or two felt unable to influence policy at all, and in discussion nearly all crc's queried how effective they could expect their contacts through officials to be.

2.5 Help to Local Crc's

Crc's were asked how the Commission's Youth and Community Section could give assistance to their work. The answers varied, and are listed below (not in order of priority):

a help with counselling
b recruitment and training of full- and part-time youth workers
c financial support for youth provision
d increased grant-aiding functions
e provision of ACRO (youth) to crc staff
f identification of needs and help in policy formulation
g liaison with local authority
h appointment of detached workers
i providing local crc's with up-to-date briefing on national policy and new developments in youth work
j central information body
k training courses
l advice on self-help and community involvement
m capital finance for buildings/sports facilities
n organising local youth conferences

Chapter III
Summary of Seminar Discussions

3.1 Introduction

Each seminar had wide and free discussions over a number of topics and these reflected local concerns and sometimes areas of conflict between a local crc and an authority. In many ways, authority officials were placed in a position of defending a policy formulated by elected representatives which they, the officials, may not have been happy with. However, the main source of friction arose out of the two respective roles of the organisations – a local authority concerned with providing a wide range of services to a large number of people and a local crc concerned with particular minority communities and provision for a comparatively small number of people. It was obviously difficult for both sides to accept without reservation the concerns and priorities of the other but discussion did help to create useful dialogue, particularly on how decisions are reached and the best means of influencing those decisions to enable ethnic minority needs to be met.

3.2 Reorganisation

The reorganisation of local government had had a disturbing impact on the youth service. Decisions had been put into abeyance and authorities had only just begun to re-think their policies in the youth field when spending had been severely cut-back. The new committee pattern had often meant the winding up of the old borough 'Youth Committee' where elected councillors, statutory and voluntary interests together had been the main policy and spending committee, usually as a sub-committee of the Education Committee. Youth service was often now only an item on the agenda of the Education Committee and spending cuts had fallen (because of the service's small budget) disproportionately on the service. Conversely, crc's and officials from authorities where the youth service, although by statute an education based responsibility, had been made part of new Leisure and Recreation departments, felt that they had fared equally if not more favourably under the spending 'axe' than would otherwise have been the case. The changing committee structure had also meant that in some areas, youth officers had found their role (as advisor, counsellor, support and ideas man) had diminished with a consequent loss to the field. Some authorities had attempted to counteract this by area team leader appointments but it was unclear if this was proving ideal, many team leaders having club appointments as their major responsibility.

3.3 Hunt Report[1]

This Report was generally recognised as having been overtaken by events. Multi-racial centres had proved to be of only limited success and the growth in a desire by minority ethnic youth to have the possibility of meeting their own particular needs through special-interest and self-help groups was now being recognised by local authorities, however reluctantly in many instances. There persisted a feeling that 'integration' and 'mixing regardless of wealth, class, employment, race, colour, religion' was an intrinsically 'good' thing and that single ethnic (i.e. Asian or West Indian groups) were somehow 'wrong' – *but* all-white groups were not frowned upon, being 'natural'. Without a clear lead by central government, most authorities had come to terms with different requirements by having club/centre provision open to all (which meant in some instances that they were multi-racial or some centres/clubs assumed a 'white' or 'black' identification) and special provision being made where needed – usually by making premises available (e.g., one night a week club for Asian girls), facilities, equipment (e.g. sports) and leadership training. This was regarded as being unsatisfactory but was all that could be done given the limited resources available to all young people. There was a fear expressed by some officials that to divert resources to special needs would result in the general provision being even more inadequate.

3.4 Youth Service Role

Authorities received heavy criticism from cro's that the service was not meeting the needs, or even making an attempt to understand the problems of alienated youth, homelessness, unemployment, etc. After discussion this criticism was recognised to be unfair. The youth service was a leisure, recreational and informal education provision and had not been set up, and (in spite of many initiatives) was not always the best way, to tackle other problems. The issues raised covered the responsibilities of other services (social service, housing, etc) both locally and nationally. Although authorities did try to make some provision in these fields, the general pattern of provision – clubs, centres, etc – was not relevant to such problems and were never intended to be. Until the youth services' role was redefined and given a new direction by central government, cro's and others anxious to meet such needs must look to other agencies for a response and allow the youth service to continue its traditional role, supporting where possible, new initiatives. There was, however, a function for the statutory youth service, in helping other agencies and local government services identify problems such as homelessness, to provide effective help and the youth worker would have a part to play in this process. One authority defined the service's role in the field of non-traditional work succinctly:

1 Immigrants and the Youth Service, HMSO

'It was the role of the local authority, particularly principal officers in the youth service, to ensure that the structure was there and ready to support such initiatives.'

3.5 Resources

One of the major areas of discussion was the question of resources and finance. Much of the criticism of local authority spending was related to the desire by cro's to see the youth service expand on its traditional role. Local government spending and the way priorities for spending were decided came under some criticism but officials pointed out that cro's should develop their 'political' role rather than criticise officials. Some debate took place on how this could be achieved but it was generally recognised that crc's had not used 'political' tactics as effectively as some other pressure groups. Some crc's did not feel this to be the appropriate role but many also stated in discussion that such a role, in the long term, might help to release resources, particularly if officials were well briefed, and willing to advise elected councillors.

3.6 However the major resource in the youth service was clearly a human one – full-time workers and particularly part-time and voluntary workers. Again and again stress was placed by crc's on the need for better and relevant training for workers with ethnic minority youth, particularly those workers from ethnic minority communities. Local authorities responded by emphasising the training possibilities (particularly for part-time workers, paid or unpaid) and by pointing out that few workers from the minority communities come forward for training. It was an area needing much greater attention, not only in recruitment but in the best form of training which may differ in content and character to the training course run by the local authority. There was a measure of disagreement on both sides about the desirability or otherwise of encouraging ethnic minority workers to work only with ethnic minority groups. Professionally, some workers felt that their training enabled them to work with any young person regardless of colour, race, background, etc, but others felt that the growth in alienation and cultural/racial identification used by young people to give them security, effectively prohibited this from happening in all situations. Those who felt that it was professionally wrong for workers to work only within their racial group recognised that, because of cultural differences and mistrust, this may in certain situations be the only way to work 'at the present time'. However, some ethnic minority workers working with ethnic minority youth felt a need to work across racial boundaries if good community relations were to be developed.

3.7 There was considerable support for the employment of detached youth workers, including the appointment of detached workers with special responsibility for special areas of concern; e.g. employment, homelessness, etc. They were felt to be particularly helpful in establishing contact between the statutory agencies and the young people although the difficulties of such work, the need for proper support for the worker and the limitations of the method had to be clearly recognised.

3.8 A strong plea was made for facilities, particularly in schools, to be widely available on a flexible basis. Although school facilities could be used, the procedure for obtaining permission was often time consuming and cumbersome. (One worker reported that six different people and associated committees were involved!)

3.9 Urban Aid, Section 11[1] and the Commission's grant aid functions were discussed. Many cro's felt that local authorities had not used Urban Aid/ Section 11 grants effectively and questioned priorities. The Commission's grant aid resources were held to be inadequate and that the special self-help fund was slow and rather exclusive. There was some support for the suggestion that Urban Aid and Section 11 funds should be administered by the new Commission for Racial Equality and that the self-help programme should be expanded.

1 Local Government Act 1966

Chapter IV
Conclusions and Recommendations

4.1 Local Government Reorganisation

In many instances the committee structure introduced since local government reorganisation appears to have departed from the principle of shared responsibility for youth provision by statutory and voluntary agencies. The new committee structure for determining policy and allocating resources at elected level has increased the administrative functions of youth officers but has failed to maintain accessibility and accountability for decisions which was a feature of the former system.

Recommendation 1

Local authorities should review their arrangements for involving statutory and voluntary agencies in sharing responsibility for youth provision and should ensure that local crc's and ethnic minority youth groups participate.

4.2 Community Relations Councils

The approach of community relations council's to youth work varies considerably and depends upon the interest and expertise of the council's staff. Few community relations staff understand the objectives and methods of work of the youth service. Crc's work with young people supplements the work of the youth service, often helping to meet immediate personal problems and support for ethnic minority youth groups. The lack of clear objectives by the crc's and misunderstandings of the nature of the youth service frequently creates friction and wastes resources.

Recommendation 2

i **Local crc's should establish a youth committee which should set out the objectives and method of work to be followed by the council and its staff in supplementing youth service provision for ethic minority youth.**

ii **The youth sub-committee should identify the needs of ethnic minority youth, assist the local authority in formulating appropriate policies, and monitor the implementation of such policies.**

4.3 Youth Policy

The local authorities could not give adequate explanations as to how they perceived or anticipated the special needs of young people from ethnic minorities. The general assertion was that 'our policy is to provide a service for young people generally' but there were no clear guidelines for allocating

resources for leisure, recreation, sport or cultural needs for a multi-racial society. The youth service has not developed a youth policy capable of meeting the needs of ethnic minorities, or in many instances of white young people. This may be attributed to the inherent weakness of having no national statutory body with responsibility for laying down guidelines and the continuous development of the service, but local authorities could have offset this by accepting these responsibilities at local level.

Recommendation 3

Local authorities should formulate and publish their policy on provision for young people with particular reference to ethnic minorities. This statement should be accompanied by suggestions for implementation and list what assistance is available to statutory and voluntary agencies.

4.4 Separate Provision

The youth service's failure to meet the immediate and crucial needs of ethnic minority youth has been partially responsible for the growth in *de facto* separate racial provision, demands that such provision be made, and the creation of 'self-help' groups. Although separate provision and self-help groups can be positive developments for the ethnic minority young people involved, many people felt that opportunities for multi-racial activities should be available.

Recommendation 4

i **Local authorities are urged to seek out and respond positively to young people's wishes for separate ethnic provision, particularly self-help groups.**

ii **The Community Relations Commission (or its successor) while continuing to fund self-help groups through the self-help programme should investigate and report on how multi-racial activities can be encouraged and financed.**

4.5 Training of Youth and Community Workers

The recruitment and subsequent training for full- and part-time workers in multi-racial or separate provision clubs and centres, particularly leaders of self-help groups, is a matter of special concern. A comprehensive review of training for full- and part-time youth workers is long overdue but much can be done to improve course content on race relations matters.

Recommendation 5

i **Full- and part-time training courses should include in the curricula, a race and community relations component and all students, where possible, be given adequate opportunities to learn and develop skills in working with young people from ethnic minorities.**

ii **Potential and serving unqualified ethnic minority youth workers seeking a professional qualification may require special courses designed to provide either acceptable academic qualifications or an entrance qualification to the professional training courses. Part-time in-service courses (e.g. Avery Hill) leading to a professional qualification should be more widely available.**

iii **The number of in-service training courses to help youth workers acquire and develop skills in working with ethnic minority youth should be increased.**

4.6 Appointment of Workers

The small number of appointments with lea's or crc's of youth and community workers with specific responsibility for ethnic minority youth had been generally successful, whether the post was centre based or detached. However conflicts had arisen over job descriptions, accountability and priorities as well as difficulties in funding such appointments. Staff of local crc's who wished to be placed on the DES Register of Youth Leaders and Community Centre Wardens, following completion of the probationary period, had experienced difficulty where the local authority had not been involved in the appointment, supervision and assessment of staff, particularly if the appointment was not 100 per cent youth work or based in a Community Centre.

Recommendation 6

i **The number of posts with specific responsibility for working with ethnic minority youth, centre based or detached, should be increased. Local authorities are urged to create additional specialised detached youth worker posts (e.g. employment).**

ii **Job description, priorities, objectives, method of work, accountability, further training and supervision of workers in such posts should be determined jointly by local authorities and the local community relations council, prior to appointment.**

iii **Local authority youth officers should be involved in the appointment, supervision and assessment of youth and community workers completing the probationary period of service, irrespective of the nature of the appointment, to ensure that such workers may be placed on the register by the Department of Education and Science.**

4.7 Finance

Although the difficulties of finance in a time of economic stringency were appreciated, it was felt that insufficient attention was paid to finance available under Urban Aid or Section 11 of the Local Government Act.

It was regretted that greater financial help was not available from the Community Relations Commission.

Recommendation 7

i **Greater use of funds available under Urban Aid and Section 11 Local Government Act 1966 should be made by local authorities.**

ii **The Community Relations Commission (or successor body) should have its funds for youth and community work increased.**

3 Race Relations Act 1976

The Section of the Act relating to local authorities duties was not discussed during the course of the seminar. Section 71 of the Act states:

'Without prejudice to its obligation to comply with any other provision of this Act, it shall be the duty of every local authority to make appropriate arrangements with a view to securing that their various functions are carried out with due regard to the need –

a to eliminate unlawful racial discrimination, and

b to promote equality or opportunity and good relations between persons of different racial groups.'

Recommendation 8

Local authorities in addition to acting on Recommendation 3 should give urgent attention to the implications for their policies and distribution of resources of the new statutory duty to be placed upon them to work towards the elimination of discrimination and to promote equality of opportunity and good relations between persons of different racial groups.

Appendix 1

List of Participants

Mr E. Adebini, Detached Youth Worker, *Avon County Youth Service*
Mr C. Ainscough, ACRO, *Preston*
Mr A. R. Ali, *Kirklees Social Services Department*
Mr C. Anderson, Secretary, *West Indian Youth Council*
Mr C. M. Anwar, CRO, *Oxford CRC*
Mr W. Assam, CRO, *Birmingham*
Mr D. Atkinson, Youth and Community Officer, *Northants LEA*

Mr N. Bandopadhyay, ACRO, *Southampton*
Ms C. Beckford, CRO, *Bristol CRC*
Ms J. Bennett, *Sheffield LEA*
Ms J. Bernard, Housemother, *Multi-racial Hostel, Bristol*
Mr M. H. Bristow, Senior Youth Adviser, *Warwickshire*
Mr P. Brown, Director, *Pioneer Council*
Mr K. Burke, *Bedford CRC*

Mr L. Casey, *Bradford Youth and Community Service*
Mr A. Chaudry, *North-East Lancs CRO*
Mr V. L. C. Clements, SCRO, *Coventry CRC*
Mr J. A. Clifford, Education Adviser, *Coventry*
Mr T. Coleman, *Calderdale MBC Education Department*
Mr L. Collins, *Reading CRC*
Mr P. Collins, ACRO, *Warwick*
Mr F. H. Collinson, Senior Youth Officer, *Avon County Council*
Mr P. Courtier, ACRO, *Bristol CRC*
Mr R. Crowson, CRO, *Peterborough*
Ms A. Currie, ACRO, *Oxford CRC*

Mr R. Dattani, ACRO, *Leicester CRC*
Mr R. De'Freitas, Director, *Caribbean Community Enterprise, Bristol*
Mr J. De'Ollivetti, Youth Adviser, *Gloucestershire LEA*
Mr D. S. Dhanjal, CRO, *Dudley*

Mr K. Eccles, District Youth Officer for Blackburn, Lancs County
Mr E. Edfra, *Kirklees*
Mr K. Elder, CRO, *Wolverhampton*
Ms J. Evans, ACRO, *Coventry CRC*
Ms V. Evans, Assistant Adviser, *Youth and Community Service, Southampton*

Mr C. Forbes, Community Worker, *St Paul's Community Enterprise, Bristol*
Ms O. Foster Carter, *Race Relations Unit, Leeds University*

Mr J. Garnett, *Calderdale CRO*
Mr K. Glendinning, *CRC Leeds*
Ms C. Goodwin, ACRO, *Oldham*

Mr T. R. Hall, CRO, *Rugby CRC*
Mr H. Hanley, ACRO (Youth), *Manchester*
Mr E. Haq, CRO, *Gloucester CRC*

Mr T. Husnain, RDO, *Birmingham*
Mr N. Hasnie, Vice-Chairman, *Huddersfield CRC*
Mr J. T. Hilton, *Kirklees*
Mr S. T. Honey, Area Youth Officer, *Warwickshire*
Mr S. Hope, *Rochdale CRC*
Mr Hoyle, Detached Youth Worker, *Blackburn*
Ms M. Hunter, *Wycombe CRC*

Mr R. K. Jackson, Senior Youth and Community Adviser, *Sandwell*
Ms U. K. Jaswal, ACRO, *Sandwell*
Mr L. Jenkins, Locum ACRO, *Rochdale*
Mr T. Johnson, CRC, *Sheffield*

Ms H. U. Kazi, ACRO, *Bradford*
Ms N. Khan, CRC, *Rochdale*
Mr R. King, Youth Worker, *Coventry*

Ms N. Lakeman, Youth and Community Officer, *Oldham*
Mr A. Lee, CRO, *Thameside CRC*
Mr C. Le Maire, Senior CRO, *Wolverhampton*
Mr P. L. Leppard, Youth and Community Officer, *CR Commission*
Mr A. Lincoln, *Bedford CRC*

Mr J. S. Machell, *West Yorkshire Met Police*
Mr S. K. Malik, *Dewsbury CRC*
Mr D. Masters, Area CRO, *Leeds*
Mr J. Mastrantone, CRO, *Walsall CRC*
Ms N. Moore, *Aylesbury Vale CRC*
Mr G. Morsepool, Mobile Unit, *Leicester CRC*
Mr S. S. Myrrpurey, CRO, *Warwick District*

Mr D. Nicholson, *Northants LEA*

Mr T. O'Grady, Youth Worker, *Peterborough*

Mr P. Plummer, ACRO, *Northampton*

Mr A. Queneshi, *Local Authority CRO attached to Manchester CRC, from Trafford (formerly Stretford)*

Mr K. J. Rees, Senior Adviser (Youth), *Wolverhampton*
Mr E. Robinson, Community Youth Worker, *Leicester*
Ms A. Rudge, *Luton CRC*

Mr G. Sherwood, Senior Youth and Community Worker, *Northants CRC*
Mr R. H. C. Shiner, Senior Youth and Community Officer, *Wiltshire LEA*
Mr D. Silk, *Well. CRC*
Rev P. Smythe, *Calderdale MBC Education Department*
Mr H. Squire, Youth and Community Service Training Development, *Birmingham*
Mr D. Stanton, *Lancashire County Education Authority*
Mr P. Stephenson, Youth and Community Officer, *CR Commission*
Ms D. Stewart, *Luton CRC*
Ms S. Stokes, *Bucks Education Authority*

Mr R. Taylor, *Newcastle-upon-Tyne LEA*
Mr L. Thomas, ACRO, *Nottingham*
Mr T. Thompson, Careers Adviser, *Avon County Council*

Mr G. Thornton, Administration Assistant, *Bristol CRC*
Mr T. Tootill, *Bedford CRC*

Mr D. J. Warford, Member, *CRC Cambridge*
Mr J. K. Webb, Area Adviser on Community Education, *Peterborough*
Mr A. Webley, *Wycombe CRC*
Mr C. Wilson, *Rotherham LEA*
Mr G. Windsor, *Calderdale MBC Education Department*
Mr J. E. Withers, Chairman Sub-Panel, *Sandwell CRC*

Appendix 2

A. Policy of Youth and Community Section

The Youth and Community Section of the Community Relations Commission shares the Commission's statutory obligations as laid down in the Race Relations Act 1968. The aim of the Youth and Community Section is to:

> 'Identify the particular needs of young people from ethnic minority groups, and to relate these needs to those agencies and organisations (statutory or voluntary) who are in any way responsible for the provision of services to young people, or services to the wider community.'

In discussing the provision of such services the Section is aware that the necessity for the re-allocation of resources and the development of policies to enable such resources to be effectively used is one of the primary tasks of the Section. We are aware that the identification of needs, the development of policies and the effective allocation of resources are not the only aspects which must be examined. It is important to encourage young people from ethnic minority groups to develop personally so that they, themselves, are sufficiently confident to make representations to statutory and voluntary organisations which provide services for their leisure, recreation and services which affect them as members of the community – employment, health, social services, housing, etc.

B. Implementation

The section attempts to implement its policy at three different levels:

i *National Level*

The Section attempts to relate the needs of young people from ethnic minority groups to the development of youth policy and the resources available to young people.

This requires close working relationships with the DES and other Government departments, the headquarters of Voluntary Youth Organisations and other statutory/voluntary agencies providing services. The Section works closely with the professional bodies who represent youth workers and youth officers and with the training agencies.

ii *Local Level*

The Section monitors the policies and practices of local authorities in relation to youth provision for minority ethnic groups, encourages and advises authorities and other locally-based agencies to implement national policy.

The Section's officers work closely with community relations councils in the development of youth policies which is most appropriate in their areas.

iii *Enabling/Grassroots*

The Youth and Community Section places considerable emphasis on being directly in touch with young people, particularly those 'at risk'. The Section can only be effective in influencing national and local youth policies if it is fully cognisant of the needs of young people, the services they require and the contribution that young people can make, given the resources, in meeting their own needs through self-help, self-programming groups. As such the Section, through grant aid and the expertise of the Section officers, fulfills an *enabling* function, calling upon the local crc, local authority and other agencies to assist whenever possible.

This enabling function is frequently done by helping to meet the training needs of young people and youth workers.

C. Changing Roles

It is important to recognise that the Section in discussing needs, priorities, policies, and resources, is heavily involved in the process of creative change. The Section is concerned to ensure that the Youth and Community Service in fulfilling its primary role of meeting

the leisure and recreational needs of young people, remains flexible enough to play a more active '*client centred*' role so that the service can meet the needs of ethnic minority groups and other disadvantaged groups in the wider community. The recognition by the Service of this secondary role is particularly important, if the Service is to be relevant to young people from minority ethnic groups.

D. Resources

The Section has certain resources available which assist it in the implementation of its policies. The major resource is the three full-time officers who are available to advise on matters related to youth and community work in the Community Relations context as well as help initiate projects on a local and national basis. Grant aid is the other major resource as the Section can and does grant-aid local organisations and self-help groups. Additionally the Section enables local and national organisations, including crc's and young people's groups, to hold conferences or seminars on relevant topics. These conferences and seminars are usually joint ventures with the Section providing specialist help. Publications issued by the Section are another useful resource to a wide range of people concerned with youth policy. Finally, the Section receives considerable assistance from the CRC Youth Advisory Committee, and the two national resource agencies for the youth and community service in Scotland and England and Wales.

Appendix 3

Provision for youth – DES Discussion Paper
An initial response

1 This paper has been prepared by the Youth and Community Section as an initial response to the discussion document issued by the Department of Education and Science, to broaden the current discussions. It has the approval and full support of the Youth Advisory Committee of the Community Relations Commission.

2 **A Widening Gap**
We welcome the initiative taken by the Department in producing this paper. The hiatus caused by the rejection of the YSDC Report *Youth and Community Work in the 70s* and the subsequent lack of a clear Government policy has made the work of the Commission in advising on community relations aspects of the youth service more difficult, because of the lack of any clear direction and the *ad hoc* nature of local authority policies. While diversity can reflect local needs, it can also lead to curious anomalies and, in many instances, an unsatisfactory and ineffective response to issues of national priority. This review of the youth service is, therefore, very desirable and should provide clear directions for the future.

3 **National Youth Policy**
The method which the Department has chosen to obtain wider discussion on the review is clearly unsatisfactory, as some of the organisations named by the Minister are not necessarily representative of the wide diversity of the Youth and Community Service. We recognise the inherent problems arising between the DES fulfilling its obligations under the 1944 Education Act (and that Act's philosophy of the youth service subsequently changed by the recommendations of the Albemarle Report) and the rather different concept of a Youth and Community Service which some authorities, organisations and workers adopted from the YSDC Report and the new thinking on community education. We are anxious to see some central body deciding on the philosophy, role and priorities of an expanded client-centred Youth and Community Service.

4 **Youth Service and Race Relations**
We welcome the reference to the need for some areas of the country to take into special account the needs of ethnic minorities. We would naturally be willing to place our expertise and knowledge at the Department's disposal in any examination of these needs in order to consider what further contribution the service can make in the improvement of race relations. We believe that an urgent review of policy on race relations and the Youth and Community must be a high priority in the current general review, as we are not convinced that the youth service has been tackling work with young immigrants in an effective or consistent manner. (See YSIC publication *Youth Service Provision for Young Immigrants.*) Furthermore the YSDC Report, chaired by Lord Hunt, *Immigrants and the Youth Service* is now largely irrelevant and many of its conclusions and recommendations have not withstood the test of rapidly-changing attitudes, practice and social policy. We view with deep concern the lack of any serious attempt by the service to come to grips with our multi-racial society.

5 **Disadvantaged Youth**
It is true that the service in many instances has become much more involved with the needs of the disdavantaged, but is this still more of an additional role rather than a widely accepted primary function? We believe that a client-centred service will more effectively respond to the varying needs of young people in a rapidly changing society. In the context of a client-centred service the needs of ethnic minorities and other special interest groups

will receive their rightful place in the allocation of the service's resources. For example, the service should give priority to the support of self-programming/self-help groups through the provision of funds and training opportunities (see paragraph 8). It has been a criticism of bodies such as the Commission, that much of the debate on race could be equally applied to the problems of the disadvantaged, i.e. the 'urban peasant'. There are many common factors and we ought to emphasise these in order to avoid the danger of 'separatism' growing out of the demand for 'special provision'. Any provision for young people should be such that there is flexibility to meet a number of different demands which will inevitably be made upon it. This means that a 'Youth and Community Service' cannot operate within the rather narrow terms of a formal education-based service. Indeed, an understanding of a social education response must recognise the need for the service to operate at the point of contact (or friction) between young people and society. An inherent danger in youth provision, social or otherwise, is the tacit acceptance of arbitrary age differentiation even where the needs and services are common to young and old.

6 **Inter-Departmental Responsibility**

We are pleased to see that the points made in paragraph 5 above have been recognised by the Department and we welcome the reference to the involvement of other Government departments and agencies who are involved in youth service provision, other than that provided under the aegis of the DES. We consider the proposed inter-departmental committee as an important innovation and the Commission would have a place in this committee as on any official committee, alongside other quasi-governmental agencies as the most effective method of ensuring that the needs of black youth are taken into consideration in allocating of resources. Presumably this committee would respond to the proposed youth council's policies and priorities by co-ordinating central government resources, particularly in relation to departmental estimates (see paragraph 13).

7 **Multi-Disciplinary Terms**

We have given much thought to the need for youth and community workers operating as members of multi-disciplinary teams if the Youth and Community Service is to be truly client-centred; indeed we made a similar proposal some time ago. In areas of special need (i.e. inner city areas or other areas of high deprivation) the provision of such teams will considerably assist in meeting the needs of young people who have become alienated from the 'system' and the community.

8 **Self-Help Groups**

However, the provision of such teams must not mean reduced support for self-help (self-programming) groups which are the young people's own response to their needs not being met. Such groups require not only the financial assistance which the Commission is now able to give through a special Home Office grant, but they also need support – particularly in providing training opportunities for leaders of self-help projects. Essentially the encouragement of young people's own initiatives is one of the primary tasks of a client-centred service.

9 **Training**

We have often been critical of a tendency to over-professionalise the Youth and Community Service. Too much emphasis has been placed on academic qualifications, pay, status and conditions of work. These factors are important – but in a service which is primarily designed to meet people's needs the Commission feels that the workers, voluntary part-time and full-time must have relevant training appropriate to the task. We are talking, therefore, of training for the job which the worker can be expected to be required to do rather than the type of academic qualification required for professional status. Ability, and increasingly in minority ethnic communities, acceptability and credibility are the basic criteria and it should be noted that for many indigenous workers the prime consideration is the opportunity to effectively help their peers. As many of these workers from minority communities come from socio-economic 'disadvantaged' areas themselves, training should not only provide enlargement of skills and knowledge but also

a route for the indigenous worker to gain respect, status and self-confidence in the wider community through achieving qualified status. For the minority communities, it is highly desirable for their professional workers to be accepted as equals in the majority community. Therefore, one of the routes for acquiring a professional qualification for indigenous workers should be specifically designed for non-academic students, probably through in-service opportunities. This route should have a qualification equivalent to other forms of training for the more academically gifted. We do not consider that an in-service training course should be geared merely to providing academic qualifications for the full-time courses, nor should workers achieving qualification through in-service training be regarded in any way as 'second-class' workers. Furthermore, we consider that a more comprehensive training is needed in which practical and academically-gifted students can gain social skills in inter-disciplinary professional training (common element training) with a view to students being able to specialise in various community/social service/educational professions during the course of their careers. As part of their training students wishing to work in multi-racial situations should be able to specialise and gain practical experience in their placements. However, we also strongly recommend that all students, for full- or part-time employment in professions working with people should receive a basic introduction to race and community relations, thus recognising the multi-racial nature of modern British society. We obviously have specific recommendations for such a course content, and we would be happy to assist in its development.

10 Training of Part-Time Workers

We were particularly concerned that no mention had been made of the training requirements of paid and unpaid part-time workers. Noting the large and invaluable contribution of part-time workers to the service, this omission is rather surprising. One of the problems which would confront a client-centred service is the difficulty of differentiating between an 'involved young person' and a part-time worker – indeed training should be available for both. The present Bessey-type training courses have been one of the better examples of the statutory/voluntary partnership, although a client-centred service will require a new understanding of training for the part-time worker/involved young person, particularly if the service is going to give adequate support to self-programming/self-help groups. We recommend that another priority area for action is a review of training for part-time workers/involved young persons.

11 Statutory and Voluntary Relationships

Although the relationship between statutory and voluntary agencies has worked well in some areas in practice the relationship has been variously interpreted by local authorities. Finance has often meant that the statutory side has frequently felt itself to be senior partner to the disadvantage of the voluntary contribution. We can see some justification for a variation in the present partnership arrangements to achieve greater uniformity of practice and this should include greater possibilities for secondment from voluntary to statutory sectors and vice versa without voluntary organisations feeling that their freedom of operation and policy implementation is hindered by the statutory side wielding a financial veto, and for more flexibility in grant aid to local voluntary organisations. Many voluntary organisations have a well-deserved reputation for responding quickly and effectively to particular problems, even though we appreciate many of the difficulties they have faced in the special area of race relations. However, if a client-centred service leads to consideration of the needs of disadvantaged young people, the service is going to require increased resources rather than any re-allocation if the present service, valid in its own right, is not going to be adversely affected. The present service is meeting the needs of many young people, and these young people should not end up disadvantaged themselves because of a re-allocation of the limited resources currently available.

12 Age Range

We agree that the Department should not be committed to the present fourteen to twenty years' age range, particularly as the greater sophistication of under fourteen-year-olds is a problem which the youth service, particularly the voluntary sector, is tackling with some

success. There must be recognition that an upper age limit is a nonsense now that young people at eighteen are legally adult. However, the adult status of young people in some minority cultures is not reached until much later than their white counterparts and this may involve the youth service working with people who are not traditionally regarded as coming within its sphere of operation. Therefore, we are convinced that in a service attempting to meet the needs of young people in the community no laid-down age range makes any sense at all.

13 Youth Council

We support the proposal for the establishment of a body such as the 'Youth Council', but we feel that this body must be given specific powers to enable it to be seen as the primary initiator of overall policy for a *youth and community service*. The problem of selection to serve on such a group would be difficult. The statutory and voluntary relationship should be maintained, but there are agencies and organisations which are not youth organisations who ought to be included if the diverse nature of the youth and community service is to be continued and reflected on the Youth Council. Again we would expect a place on this council. It should also be noted that using co-ordinating organisations is not the most satisfactory method of obtaining representation as co-ordinating bodies have in membership organisations not only of disparate size, but of widely differing roles, purpose and function. We consider therefore that a two-tier structure may be necessary. We feel that there should be cross-representation between the youth council and the inter-departmental committee, the youth council determining priorities and policy and the inter-departmental committee co-ordinating resources from central government to give effective backing to the youth council (see paragraph 6).

Appendix 4

Questionnaire to Local Authorities

1 Does your authority have a specific policy towards provision for black/Asian youth? Please provide brief details.

2 Can your authority provide assistance and support to single ethnic (self-help) groups (provision of premises, financial support, equipment, leadership, etc). If so, please give examples.

3 In your statutory provision for young people do you have multi-racial youth clubs? If no – is any special provision made for black/Asian youths. If yes – do you find that the multi-racial clubs adequately meet the needs of white and black youth?

4 Do you have any black/Asian youth workers (full- or part-time) in your area's clubs/centres and, if so, do they work in single or multi-ethnic situations?

5 How do you feel that the CRC Youth and Community Section and your local crc can help your authority in meeting the needs of black/Asian youth?

Appendix 5

Questionnaire to Local CRC's

1 i Name of crc

ii Name of your local authority

iii What degree of co-operation do you get from your local education authority or borough youth office – youth officer?

2 Has your local authority a stated youth policy?

i Yes ☐ No ☐
If yes, please send a copy of it.

ii What is your local authority's stated youth policy for young people from minority ethnic groups?

iii Do you know your local youth officer/s personally?
Yes ☐ No ☐
If yes, please name him/her
If no, why?

3 What priority does your community relations council give to youth work?
Very high ☐ High ☐ Low ☐

4 What proportion of your Executive Committee's time is spent on youth work?
Much ☐ Little ☐ Very little ☐

5 What kind of youth work is your Executive Committee involved in? e.g. youth club work, unattached youth work, young people's advice centre work.

6 i Has your crc a youth sub-committee?
Yes ☐ No ☐

ii Are young people represented on this committee?
Yes ☐ No ☐

7 i Has your council a specialist youth worker or specialist youth workers? e.g. ACRO (Youth), full-time/part-time paid youth worker, voluntary youth worker.
Yes ☐ No ☐
If yes, please name them

ii Who is responsible for the salaries: the local authority, the Commission, charitable sources?

8 Are you represented on your Borough Youth Committee?
Yes ☐ No ☐
If not, how are you able to influence youth policy in your area?

9 What kinds of things would you like to see the Youth and Community Section doing or initiating to help your council?

10 What support does your local authority give financially or in kind to any youth work involving young people from minority ethnic groups with whom you are in contact/ aware of?

11 What role do voluntary youth organisations play in your area?

12 Any further information?

Appendix 6
Proposal for a Youth Policy for the CRE

Over a number of meetings the CRC's Youth Advisory Committee, of which Lord Pitt is the Chairman, agreed on a number of proposals for the development of a youth policy for the CRE. These are summarised below.

The Challenge

The situation facing black youth is the most crucial and immediate single issue for race and community relations in Britain today. Various reports and studies point to the desperate plight of young black people who are caught in the vicious circle of deprivation in the inner city areas of this country. Lack of identity, loss of confidence, under-achievement at school, unemployment, alienation from parents and those agencies which come into contact with young people. These are some of the issues which are creating a new challenge to those concerned for and working with young black people. In this Paper the CRC Youth and Community Section aims at urging the new Commission for Racial Equality to give high priority to youth matters, particularly the second-generation black British.

1 The White Paper

The White Paper Racial Discrimination emphasises that 'about two out of every five coloured people in this country now were born here and the time is not far off when the majority of the coloured population will be British born'. This is something the new Commission cannot ignore. The Commission must adopt positive policies to tackle the twin problem of racial discrimination and racial disadvantage to achieve genuine equality of opportunity for young black people in this country. In order for the Commission to work effectively in this area where the problems are larger and more complex than previously recognised, the new Commission has to adopt a youth policy and must allocate adequate resources to that end.

'Disadvantage' in the context of youth and youth provision cannot be overlooked. Poor and overcrowded living conditions, depressed environment, inadequate education and social facilities, poor job opportunities, little or no pre-school education or nursery facilities are the norm for thousands of white and black people in many of the inner city areas. The ILEA Report *An Education for the Whole Community* states categorically that 'educational and social disadvantages are inextricably associated'. The Report makes the point that 'the deprived infant becomes the backward and difficult primary school child, the reluctant and truanting secondary school pupil and eventually the unwilling and neglectful parent'. As the White Paper points out, 'if job opportunities, educational facilities, housing and environmental conditions are all poor, the next generation will grow up less well-equipped to deal with difficulties facing them'.

This problem is invariably exacerbated by racial discrimination and it is to this combination of cumulative deprivation and racial discrimination to which the new Commission must seriously address itself in relation to the second-generation black British. They may well share disadvantages with some other deprived group of society, but as the White Paper explains, 'few other groups in society have all their accumulated disadvantages'. If the new Commission is to be actively involved in taking positive measures to alleviate these problems it must be able first to help other agencies to arrest the spiral of deprivation and racial disadvantage, and second to reverse it. The Commission must have a strong youth policy aimed at these areas of concern and foremost in the new Commission's work must be the objective of giving the second-generation black Briton the ability and confidence to make a real contribution to British society.

2 The CRC's Youth and Community Section

The Youth and Community Section was strengthened in 1972 (by increasing its staff from one to three) as a direct result of the urgency to promote a coherent and effective policy in which the Youth Service in England and Wales and the Youth and Community Service in

Scotland could meet the needs of young black people. The Section defined its role as follows:

i To identify the needs of young people from minority ethnic groups and bring them to the attention of the relevant Government and local authority agencies.

ii To provide a more sophisticated and strategic approach to the youth service (both voluntary and statutory) in their attempt to become more adaptable to recognising the social, physical and educational needs of second-generation young black people.

iii To act in a co-ordinating and advisory capacity to the Commission, community relations councils, voluntary and statutory youth service agencies, as well as providing a means by which young people from minority ethnic groups could articulate their own self-expressed needs to those agencies trying to cater for those needs.

iv To initiate action programmes and projects, and organise conferences and seminars.

v To process and disseminate information on youth work matters and matters designed to provide new training skills in which both youth service organisations and black youth groups and organisations could participate, thereby providing the youth service with awareness and motivation in their efforts to provide resources (manpower and financial) to enhance their work in the field of race and community relations.

3 Initiatives 1972-76

During the four years the CRC Youth and Community Section has been functioning it has taken initiatives in a number of areas of youth work and youth policy at all levels. During this period it has built up a high degree of professional expertise and knowledge, and this has been used to fulfil its role outlined above. The work is firmly established and widely recognised both among Government, statutory and voluntary agencies.

Evidence of this is in the number of Government and other statutory and voluntary bodies with which the Section has developed close working links. For example, the Department of Education and Science, Scottish Education Department, Home Office through the Voluntary Services Unit, the Careers Advisory Service through the Institute of Careers Offices, the National Association for the Care and Resettlement of Offenders, several National Voluntary Youth Organisations through the National Council of Voluntary Youth Organisations and its Scottish equivalent, the Sports Council, the Central Youth Exchange Council, Manpower Services Commission, the Job Creation Programme, the various Youth and Community Work Training Agencies, the multi-racial project of the National Association of Youth Clubs, the National Association of Youth Service Officers and various Local Education Authority Youth Officers, The Duke of Edinburgh Award Scheme. There is also evidence to show that some of these bodies are prepared to be more flexible in their policies to meet the special needs of black youth. A few examples are:

i *Manpower Services Commission and Job Creation Programme*
The Chairman of the Manpower Services Commission has declared his intention to give urgent consideration to projects aimed at assisting unemployed young black people through the Job Creation Programme and a number of joint meetings with officials have enabled the section to influence MSC policies.

ii *Detached Employment Officer/Specialist Careers Officer*
Several local education authorities are catering for the special needs of black youth by appointing either teams of detached youth workers or other specialist workers such as education advisers. Specialist careers officers are also being appointed. In Hammersmith there is a detached employment officer who runs a Detached Employment Project. This project was first grant-aided by the Youth Section. It has proved to be a most positive and useful piece of experimental work which has caught the attention of the Department of Employment, the ILEA Careers Service and a few local authorities.

iii *Black Self-Help Groups*
Partly as a result of the Section's work with Home Office officials, funds were made available (Self-Help Fund) to the Commission to actively intervene and directly assist self-help groups. It is clear that the present Government recognises the seriousness and

enormity of the task of helping black youth and the continuity of commitment, whatever Party is in power, is a continuing concern of the Section.

iv *Training Careers Officers*
Through the Section's work with the Careers Service, the full-time initial training for careers officers includes guidance on relationships with young people from the West Indian and other ethnic minorities. Following the Section's initiatives, a Handbook of Practice for Careers Officers is shortly to be issued which will include suggestions about developing contacts with young West Indians and representatives of their community.

v *Training of Youth Workers*
The Section's Discussion Paper on training has been widely quoted and has been included in the report on training prepared by the National Youth Bureau's Consultative Committee on Youth Work Training. The Section was actively involved in the setting up and work of the YMCA Working Party on the YMCA's role in a multi-racial society and as a result was able to help the YMCA National College to devise a pre-training course for workers from racial minority groups. This is now being considered by the DES.

4 Grass-Roots Involvement
The Youth Section has always argued that its links with the field are crucial to its work. Through these links contacts have been established with a number of black youth and community groups and workers' projects throughout the country. The co-operation and support of Regional Development officers has been outstanding and invaluable. The importance of having some understanding of the needs which the Section tries to interpret and crystallize into policy must be recognised. There has to be some kind of rapport or consultation with groups, organisations and individuals which can broadly be described as 'contacts with grass-roots'. This contact has been one of the most useful and essential parts of the work, and it is this field role which must be continued and strengthened if the new Commission is to have credibility and impact.

5 A Continuous Priority
Earlier in this Paper the need was stressed with justification for a strong positive youth policy if the new Commission is to combat the problems of racial discrimination and disadvantage within the black British situation. The need to translate the White Paper's commitment into effective work by the CRE can only be achieved by the new Commission recognising the urgent priority of its work with young black people. The youth service can no longer afford to see its role purely within the narrow confines of youth clubs and youth centres. The youth service's role must inevitably extend into the socio-economic and political spheres in young people's lives to take in issues like unemployment, homelessness, careers advice and careers education, job training, the kind of issues which black youth are undoubtedly high-lighted, thereby identifying the gaps and inadequacies in the system. Therefore, unlike other priorities which may be of a transitory or temporary nature, the youth priority must be a permanent one with adequate resources allocated to make the CRE's work in this area effective. Much of the credibility of the new CRE will depend on what stance it takes on matters relating to youth and, indeed, what priority the new body is prepared to give it.

6 A CRE Department concerned with Youth
In advancing a strong youth policy the new CRE should set up a department concerned with youth affairs as its first priority. The target group of the department's work would be the second-generation black British, their needs and policies to meet them. This department should also be concerned with work right across the spectrums of youth and community education, careers advice, transition from school to work, youth/employment (unemployment), job training, self-help, etc.

The aim would be:

i to consolidate those areas of work which have already been undertaken;
ii to extend into new areas of work (e.g. a greater measure of involvement in work with Asian youth. Work with girls);
iii to provide resources for training, research and programme planning.

7 Policy

The Department's policy could be described as follows:

1 To identify issues of concern related to young people from racial minority groups, research into these issues and develop policies and practices to help workers and young people to tackle these issues effectively.
2 To liaise with Government and other statutory and voluntary agencies in promoting suitable youth policies, allocation of resources, identification and development of good practice in combating discrimination and disadvantage as they affect young people from racial minority groups.

Broadly the first is issue oriented and the second promotional. Such a two-pronged policy would enable the CRE to participate in tackling disadvantage and discrimination and by influencing the development of youth policy to enable others to contribute to this overall task.

8 Methodology

The Department, in effecting the policy outlined in paragraph 7, would need to provide a comprehensive service. As much of the emphasis would be placed on those initiatives the CRC Youth and Community Section has already undertaken, and in identifying new issues (paragraph 7.1), strong regional support would be needed within the Department (Field Services). It is crucial to have adequate resource services (paragraph 7.2), to provide the field and other agencies with the necessary publications, information and training modules (Resource Services). As part of this back-up the Department would need to be able to undertake research, monitor facilities, and assist in assessing and evaluating policies and good practice for the field and other agencies.

9 Grant Aid

A major resource which the proposed department would need to have is the continued ability to provide grants to groups and other agencies to assist them in their work in overcoming the problems of discrimination and disadvantage. Self-help groups would need to be encouraged and strengthened to make full use of such funds.

10 The Challenge Today

The case presented in this Paper for strong youth input within the overall strategy of the new CRE must, of course, be seen against the background of the genuine multi-racial society we are all striving to build. If we are to succeed in this endeavour, it is necessary for us to accelerate our operation in the field of youth and community work.

As the Hunt Report (*Immigrants and the Youth Service* 1967) said, 'the second and succeeding generations of coloured Britishers, fully educated in this country, will rightly expect to be accepted on equal terms, and to have the same opportunities as the rest of us. Within ten years there will be enough of them to make their voices heard'. . . . Nearly a decade later that statement is being tested. Therein lies the challenge.

YOUTH AND COMMUNITY SECTION
1 June 1976

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